

**Senate Bill 1041 Implementation
CalWORKs County Review Session Summary**

Glenn County

March 16, 2016

CALIFORNIA DEPARTMENT OF SOCIAL SERVICES
Welfare to Work Division
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Glenn County

CalWORKs County Review Session Summary

Introduction

Purpose of County Review Session

The purpose of the County Review Session is to obtain information regarding the county's ongoing progress in implementing program changes enacted by SB 1041 (Chapter 47, Statutes of 2012) and Assembly Bill (AB) 74 (Chapter 21, Statutes of 2013).

Scope of County Review Session

Specifically, the CDSS will determine the status of SB 1041 program and AB 74 implementation, including but not limited to:

- Welfare to Work (WTW) participation requirements;
- Post WTW 24-Month Time Clock services;
- Training methods provided to staff in order to implement SB 1041 changes;
- Data outcomes related to SB 1041 program changes;
- Family Stabilization Program;
- Expanded Subsidized Employment Program; and
- Implementation of Online CalWORKs Appraisal Tool (OCAT).

Goals of County Review Session

The CDSS' goals for the Review Session are to ensure that SB 1041 and AB 74 were implemented correctly by each CWD, to gather and share promising practices amongst all CWDs throughout the state, and to determine whether systemic or program issues relating to California Work Opportunity and Responsibility to Kids (CalWORKs) and the WTW program exist throughout the state. If any issues exist, they will be addressed by the CalWORKs Program Oversight Workgroup.

County Review Session General Information

A County Review Session was performed via conference call on Wednesday, March 16, 2016. The County Review Session team included five staff from the CDSS CalWORKs Employment Bureau and two managers from the CDSS Child Care Bureau along with Glenn County's Health & Human Services Agency Social Services Deputy Director and Eligibility & Employment Training Program Managers. The County Review Session consisted of a kick-off discussion, administrator interview, county case worker interview, and close-out with county staff.

Glenn is part of a "super-Agency" that participates in a Tri-County (Glenn, Colusa, Trinity) community action agency and provides housing assistance, public, health, mental health, environmental, weatherization and Workforce Innovation and Opportunity Act (WIOA) services. Glenn County Health and Human Services Agency currently provides services at two locations in the county: Willows, which is where the Agency's headquarters is located, and Orland, which is a smaller office providing limited services. The Orland office shares the building with Butte College, which holds classes in the facility. On-site child care is available at all times in the county office. Currently, Glenn County does not have a call center.

During the time of the Review Session Glenn County management indicated that Eligibility and Employment & Training staff work together and have developed great rapport with one another. Glenn County has nineteen Eligibility workers and twelve Employment & Training workers. One Employment & Training worker can have 30-40 cases. Employment & Training workers conduct intake for both CalWORKs and CalFresh. Eligibility and Employment & Training workers work together in the same office.

The courses offered by Butte College in the co-shared facility are limited and are mostly general education courses, with very few vocational and job related courses. Due to the limited jobs available in the agrarian county, many of the clients are placed in educational activities or work experience (WEX). Many graduates find employment in Butte County near Butte College.

Demographic Area and Economy

Based on the 2010 census, Glenn County's population consists of approximately 28,000 residents. The largest demographic group is children and young adults. The county is mainly rural and agricultural, with an agriculturally-based economy. Most farms are family owned with a majority being rice or orchard farms. Work is short-lived and cyclically connected to the crop season. The county unemployment rate is around ten percent. The biggest public sector employers in the county are government and schools/education. The biggest private sector employer is Johns Manville, which produces insulation and roofing products for buildings and equipment. Many clients served by the county have transportation issues since many do not have reliable private transportation and the public transportation that is available does not provide services to outlying employers.

Implementation Strategies

Glenn County's implementation strategy for SB 1041 consisted of following the CDSS issued guidelines from the All County Letters (ACLs) and All County Information Notices (ACINs) related to SB 1041. Unit supervisors provided training before implementation and ongoing training during implementation and as needed thereafter, especially on the 24-Month Time Clock. Staffs were trained using the ACLs released by CDSS, notably ACL numbers 12-49, 12-53, 12-69, 12-72, 13-01, and 13-02. Glenn County goes over the WTW 24-Month Time Clock (WTW 24-MTC) with each participant at their WTW Orientation and Appraisal Appointment. Page one (1) of the WTW 2 Activity Agreement is used to visually show participants the services offered with the WTW 24- MTC and when the 24 months has been exhausted. The county also presents the participants with a WTW Handbook that goes over the WTW 24- MTC.

Some of Glenn County's Key Successes Included:

- Member of a Tri-County Community Action Agency or "super-Agency" that provides housing assistance, weatherization, mental health, and other public services;
- Although a small county, Glenn is able to provide referrals for behavioral health, domestic violence, learning disabilities, and almost any service recommended or needed due to being integrated with the county Health Services department;
- A dedicated CalWORKs Social Worker for sanction cases working to re-engage clients by sending correspondence, making home visits, and responding to clients request in the office;

- A dedicated family stabilization social worker on staff;
- Good working relationship with Butte College, which has a satellite campus in the county's Orland office;
- An extremely good relationship with the local child care resources and referral network; and
- Due to the close proximity of available resources, Glenn County and partnering agencies are able to meet as a team and create comprehensive plans to maximize their clients' success.

Acknowledgments

The CDSS thanks the Glenn County Department of Health and Human Agency for working with CDSS in the scheduling of the teleconference session. The CDSS appreciates the open collaboration with CWD staff to ensure the continued success of the CalWORKs program.

Background and Data

Glenn at-a-glance

Total Caseload	381
(Source: CalWORKs Cash Grant Caseload Movement Report [CA 237 CW] Line Item 8a -September 2015)	
WTW Enrollees	131
(Source: CalWORKs WTW Monthly Activity Report [WTW 25/25A] Line Item 1-September 2015)	
Mandatory Participants (enrollees + sanctioned + non-compliance)	181
(Source: CalWORKs WTW Monthly Activity Report [WTW 25/25A] Line Item 1, 3A, and 31-September 2015)	
Reengagement Plan Received.....	Yes
Beginning Date of Reengagement	February 2013
Consortium System.....	C-IV

Data/Statistics Available at Time of County Review Session:

- Clients who had more than 24 months left on their CalWORKs 48-month time limit as of January 1, 2013, that have had their comprehensive discussion totaled: **100 percent**
- Clients who had less than or equal to 24 months left on their CalWORKs 48-month time limit as of January 1, 2013, that have had their comprehensive discussion totaled: **100 percent**
- Sanctions that were cured as a result of SB 1041 totaled: **5**
- Former short-term young child exempt clients (Assembly Bill [AB] X4 4) that have been reengaged totaled: **100 percent**
- WTW plans that have changed as a result of SB 1041 implementation totaled: **County did not keep statistics on this item.**
- Clients that have used the new once in a lifetime young child exemption totaled: **County did not keep statistics on this item, but estimate it at 80 percent of those eligible have used it.**

Summary of Documents provided by Glenn County during County Review Session:

- Glenn County Health & Human Services Agency Organization Chart: Document display executive staff members within the Glenn County Health & Human Services Office.
- AB 74 County Welfare Department Family Stabilization (FS) Plan: The FS plan describes Glenn County FS Plan. (Ex: How clients will be informed of the program; how clients will be able to request participation; how Glenn County will determine eligibility for clients; etc.)
- AB 74 County Welfare Department Expanded Subsidized Employment (ESE) Plan: Describes county plans to utilize funds for the ESE program and responses to ten categories.
- Copy of ACL 14-12: CalWORKs Family Stabilization Program instructions and materials for FS implementation.

County Administrator and Caseworker Dialogue

The CDSS County Review Team used updated county administrator and caseworker interview tools following those released in ACIN I-42-13 regarding SB 1041 implementation. Also, those released on OCAT, ACL 15-09 and ACL 15-43. These tools were provided to Glenn County in advance of the County Review Process Teleconference Call. The interview panel consisted of seven CDSS staff and four Glenn County staff.

WTW 24-Month Time Clock Implementation and New WTW Participation Requirements

County workers review the WTW 24-MTC information with each participant at their WTW Orientation and Appraisal Appointment. Page 1 of the WTW 2 Activity Agreement is used to visually show the participants the services offered with the WTW 24-Month Time Clock and when the 24 months have been exhausted. The county also gives participants a WTW Handbook that explains the WTW 24-Month Time Clock. Job Club (known as STEP in Glenn County) was adjusted to accommodate the change in hourly requirements associated with SB 1041. As a result of SB 1041, more clients were participating in vocational education and considering more training opportunities. A large number of the 24-Month Time Clock population is in the young child exemption, which greatly impacts the number of clients who have not reached the end of the WTW 24-Month Time Clock. The first client to reach the end of the WTW 24-Month Time Clock will be at the end of March 2016. In general Glenn County clients have expressed confusion with the differences between CalWORKs time clocks, TANF time clocks and WTW time clocks. Others have expressed gratitude for the wider range of participation choices available.

Understanding of the 24 month time clock has become clearer since its implementation. The WTW 24-Month Time Clock has caused what have been described as tedious monthly adjustments which are at times frustrating to County staff and clients alike. However, most workers are appreciative that the participation hours are now aligned with federal requirements.

Post WTW 24- Month Time Clock

During time of County Review Session, no clients in Glenn County had exhausted their WTW 24-Month Time Clock since implementation of SB 1041; therefore, no extensions have been granted. Each case manager is responsible for managing each participant's WTW 24-Month Time Clock. The WTW 24-Month Time Clock is tracked in C-IV in the time limit pages. The county plans to meet with participants as they near exhausting their WTW 24-Month Time Clock to discuss necessary changes to their activity agreement in order to meet WTW participation requirements. The case worker reviews at Semi-Annual Reporting periods, Reevaluation, and at least three months prior to the exhaustion of the 24 month time clock.

Family Stabilization (FS)

There is a dedicated FS social worker coordinating the FS program. The Employment and Training Worker discusses the FS program with clients in crisis and gives the client an opportunity to ask questions and gain an understanding about the program. The client may then request a referral and submit a request form, which is given to the CalWORKs

Social Worker to follow up and process within required time frames. The Social Worker meets with the client to discuss their current circumstances and what led to these circumstances. The family's strengths, concerns, needs and goals are reviewed. The Social Worker and relevant case managers discuss the case to determine if the family is a good fit for the FS program. Those that receive FS services and follow through with their FS plan have expressed gratitude and appreciation for the flexibility in the program. There are some families that do not choose to participate in the FS program, but rather choose to stay engaged with their case plan. These clients are often dealing with educational, health, mental health, and other hardships that make it difficult for them to follow through with their FS plan.

Expanded Subsidized Employment (ESE)

Glenn County contracts their ESE program with the Glenn County Workforce Innovation and Opportunity Act (WIOA) team for all aspects of the ESE program. ESE participants have found some success in obtaining entry level jobs related to food service and agriculture. ESE is effective in moving WTW clients off of aid, but many of the local employers are not interested in keeping an ESE employee long term into unsubsidized employment. Glenn is a small rural county that has difficulty placing clients in suitable employment with growth potential.

Child Care Services

Glenn County's child care services are contracted out to a Resources and Referral (R&R) office which is part of the Glenn County Office of Education. The county worker completes a referral form and faxes it to R&R, who then follow up with the client. Over the past five years there has been a decrease in referrals. Glenn County administrators attribute this decline to the implementation of the AB X4 4 and SB 1041 young child exemptions.

Online CalWORKs Appraisal Tool (OCAT) Implementation

Glenn County fully implemented OCAT on October 1, 2015, and used the instructions provided in the CDSS issued ACL 15-43 and ACL 15-09 to implement OCAT and to provide comprehensive training for case managers. OCAT is a component in the very first activity the county completes with each participant, WTW Orientation and Appraisal. The OCAT appointment is conducted within 10 days after the CalWORKs case is granted. An OCAT appraisal takes between one and a half hours to three hours to complete. Prior to OCAT implementation, the county process in-place engaged clients much quicker, with no wait-time or dead time. OCAT changed the timeline by making the process longer, with more gaps and wait time. Following the OCAT interview, the county worker takes the Appraisal Summary and Recommendations (ASR) generated from the OCAT interview into consideration when working with the client to develop their Welfare-to-Work activity agreement. OCAT has given the county the ability to better identify needs in the families being served by the county. Due to the required implementation of the OCAT, the county has changed the way it approaches up front services and no longer completes appraisal during the intake appointment; however, Glenn County does continue to explain these services at intake. Referrals are offered for behavioral health, domestic violence, learning disabilities, and others as needed by clients.

Conclusion

Successes

Glenn County's commitment to building upon the foundation of existing CalWORKs services contributed significantly to the implementation of SB 1041 and AB 74 requirements within the county. Glenn County took on the SB 1041 complexity and implementation by keeping abreast with all SB 1041 related documents that CDSS issued and providing staff with training and familiarization. The unit supervisors provided training before implementation and on an as needed basis since that time. Glenn County's successes gleaned from the county interview included, but are not limited to, the following:

- Glenn County is part of a Tri-County Community Action Agency or "super-Agency" that provides health services, mental health services, housing, weatherization and job supports.
- Glenn County had a strategy in place to improve participation hours by providing on-site child care that helped greatly during intake, recertification and orientation to ensure zero dead time.
- Glenn County employs a dedicated social worker for the Family Stabilization program that assesses clients at intake and refers clients for the Family Stabilization program.
- Glenn County has a dedicated worker that deals only with sanctioned cases.
- Although a small community, Glenn County can provide referrals to recommended services.

Challenges

The SB 1041 and AB 74 changes created new implementation and training challenges for Glenn County including having to adjust their county process to accommodate the OCAT interview. Prior to OCAT, the county engaged clients at intake, which was a compressed engagement/intake process. OCAT changed the county's ability to quickly engage the client due to OCAT's elongated process. Other challenges expressed by Glenn County, included the following:

- Short lived demand for labor in the county due to the cyclical nature of agricultural jobs.
- The county's Welfare-to-Work population is a challenge to serve due to client barriers.
- Very limited public transportation available for clients in outlying areas of the county and the public transportation that is available does not make stops where a few of the major employers in the county are located.
- WPR documentation process and report generation is highly labor intensive and a challenge when there are not enough staff available to do the job. The managers are left to pick up the work.
- The county has a large exempt population. Lack of job opportunities available for clients, who must go to neighboring counties to seek and secure employment. Client "county hopping" can be difficult administratively.
- Expanded Subsidized Employment is effective in moving WTW clients off of aid. However, many of the employers in the county are not interested in keeping ESE employees long term into unsubsidized employment.

Key Recommendations

As Glenn County continues to gain greater familiarization with program changes, the county should continue to attend trainings and connect with nearby counties for assistance on tracking clients 24-Month Time Clock, outreaching to clients, and transportation options. The CDSS will continue to provide support and technical assistance that may further benefit the county.

Glenn County is also encouraged to continue its collaborative relationships and partnerships with other counties, agencies, local organizations, and educational institutions as a means to best serve clients and leverage local and regional resources. The CDSS encourages the county to expand additional programs in their WTW program to provide additional work opportunities in the county as well as assisting clients with an opportunity to gain work experience.

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